

CALIFORNIA SCHOOLS

Volume VI

June, 1935

Number 6



Official Publication Issued Monthly by the
California State Department of Education

Entered as second-class matter May 8, 1930, at the Post Office at Sacramento, California,
under the Act of August 24, 1912

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COVER DESIGN

Set in rolling hills among tall eucalyptus, the elementary school at Ramona in San Diego County carries out its traditions in Spanish architecture.

Spring Planning

VIERLING KERSEY, *Superintendent of Public Instruction*

The Congress is now in session. Many matters are before it which when decided will have broad significance for education nationally, in the several states, and in local communities. The California State Legislature is in session. Much of its deliberation has direct bearing upon education. Although the Legislature has not completed its activities it is possible to indicate the significance to education of many of the measures now under consideration. The time for making local school district budgets in California is now at hand. It is the purpose of this article to offer suggestions based on close observation of certain matters now being considered by the National Congress and by the State Legislature.

NATIONAL ASPECTS OF EDUCATION

Certain matters which are the subject of Congressional action or of action by the federal administration bear directly upon education. A few of these are treated in the following paragraphs.

The Social Security Act

The Social Security Act, H. R. 7260, passed by the House of Representatives and now being considered by the Senate, with certain amendments, provides:

1. Grants to the states for old age assistance
2. Federal old age benefits
3. Grants to the states for unemployment compensation administration
4. Grants to states for aid to dependent children
5. Grants to states for maternal and child welfare
6. Grants to states and political subdivisions of states for public health work
7. The establishment of a social security board in the Department of Labor
8. Income tax on employees and excise tax on employers
9. Excise taxes on employers of four or more persons
10. Grants to states for aid to the blind
11. Issuance of United States annuity bonds

The passage of the measure seems practically assured. Almost all aspects of the bill will be of interest and concern to educators. Of

particular concern to education are the provisions of the bill for appropriations for the purpose of establishing special services for crippled children. Education for crippled children is one of the chief of these services. Certainly the security of the crippled child is not complete until proper and adequate provision is made for his education. The amounts of money available under this measure and specific provisions relating to administration are not yet complete.

The Social Security Act also provides for certain child welfare services relating directly to the school child. Public health services under the provisions of the act will be far more adequately provided for school children than at the present time. All persons interested in educational welfare will be interested in the provisions of the Social Security Act and its progress through the Congress.

Emergency Plans

The continuance of various emergency plans now being conducted by the federal government may with a fair degree of certainty be counted upon for another year. Among the fields in which such plans will probably be carried on are the following: nursery schools, college student aid with some hope of increased amounts, projects for unemployed teachers, aid for adult education, finances to keep schools open in districts unable to raise sufficient funds locally, and financial aid to refinance bankrupt school districts.

Federal Funds for School Buildings

It seems quite certain that a more liberal attitude in connection with the availability of federal funds for school buildings will develop as time goes on. It definitely appears that federal funds will be available for the construction of school buildings in school districts without local financial resources necessary for the projects. In some instances the outright gift of some federal money may be available. Federal funds will probably be available for the purchase of local school district securities in cases where such securities are not salable on the open market.

In general, federal funds to promote the school building phase of the public works program will probably be available on some sort of grant basis, possibly more liberal than in the past when 30 per cent of the total cost of the project has been the amount granted.

Research Projects

It is probable that research projects will be included in the general plan provided by the federal government for national reconstruction.

The approval of such research projects as the following will probably receive serious consideration:

1. Reorganization of local units of school administration
2. School building surveys
3. Problems of public school finance
4. The vocational education of negroes
5. Survey of special educational facilities, particularly in rural areas, for handicapped children

In this connection a state wide survey of schoolhousing adequacy in California is now under way. The survey is made possible by a federal grant under the SERA. Findings from this survey will be reported by the Department of Education as soon as possible.

Projects Involving Professional Workers

It seems probable that the federal program will make provision for projects allocating professional and clerical workers to school officials to provide educational service and research assistance which could not be provided locally.

Summary

The foregoing statements are made in terms of probabilities rather than in terms of outcomes which are absolutely certain. In general, the national program has two aspects: (1) the legislative aspect which is determined by the Congress, and (2) the interpretation of the program and execution of the policies by the national administration. It must be realized, of course, in connection with the national program that until action by the Congress is complete and final administrative policies are determined, there is little opportunity for any immediate action on the part of school authorities in California. School administrators, however, should continue to keep informed concerning the phases of national policy which have implications for education within the state.

In brief, the present national situation as it involves education may be summarized as follows:

1. There will probably be available federal funds for school buildings for increased employment for unemployed teachers and for aid to college students.
2. It appears certain that at least the present program for nursery schools, adult education, workers education, vocational rehabilitation, and recreation will continue.
3. It appears certain that the Social Security Act will be passed.

EDUCATIONAL LEGISLATION IN CALIFORNIA

While most of the educational measures are still pending before the Legislature, a number have been passed by both houses and signed by the Governor. A brief analysis is presented of the provisions of the measures which have already been enacted and also of those bills which are still pending in the Legislature or which have been passed by the Legislature and are awaiting the signature of the Governor. Much of this legislation is related to the school budget and will be discussed in the section entitled Budget Planning, under the caption Legislation. In the immediately following paragraphs¹ will be discussed briefly several major subjects of legislation bearing on other phases of education than the budget.

School District Consolidation

Chief among the measures being sponsored by the State Department of Education are two bills relating to school district reorganization (Assembly Bills 1205 and 1206, identical with Senate Bills 542 and 543). Assembly Bill 1206 relating to the unification of school districts not having coterminous boundaries, appears to have no opportunity of passing at this session of the Legislature. Assembly Bill 1121, also providing for reorganization of school districts, likewise appears to be dead.

The second of the two proposals for unification of school districts, Assembly Bill 1205, which provides for the unification of school districts with coterminous boundaries and governed by boards of identical personnel, has passed both houses of the Legislature and is now before the Governor. The chief purpose of this bill is to unify the management of the entire school system in cities and in other areas where the boundaries of elementary school and high school districts, and in certain cases junior college districts, are coterminous. It will remove the confusion now existing where a governing board must meet separately as an elementary board, high school board, and possibly as a junior college board. The bill provides that employees shall be employees of the unified district rather than of the elementary school, high school, or junior college district, thus making possible the transfer of employees between these several school levels without loss of tenure. The chief advantages of this bill are the consolidation of the fiscal affairs of the several districts and the simplification of educational and business management.

It now definitely appears that legislation providing for a much needed reorganization and unification of school districts other than

¹For more complete information concerning specific bills which are mentioned the reader is referred to *1935 Legislative Proposals Affecting Education*, State of California Department of Education Bulletin, No. 4, February 15, 1935, and to *Legislative News*, No. 3, April 11, 1935, and No. 4, May 23, 1935.

those provided for in Assembly Bill 1205 will need to await action at another legislative session.

Teacher Tenure

Although many bills relating to the tenure of teachers are receiving consideration, Assembly Bills 961 and 962, sponsored by the California Teachers Association, are probably of most significance at the present time. Both of these bills have been passed by the Legislature and now await action by the Governor.

The major provisions of Assembly Bill 961 are as follows:

1. It permits exchange of certificated employees between California and other states without affecting tenure rights of California employees, such exchange service also being credited as service toward state or school district retirement.
2. It prohibits attainment of tenure status by same individual in both day and evening schools of a district.
3. It redefines school year of service as service for at least four hours per day for at least 80 per cent of the days during the school year during which regular schools of the district are maintained; except in kindergartens such service must be for an average of two and one-half hours per day, in junior colleges for an average of twelve hours per week, and in evening schools for an average of at least two hours per day.
4. It provides for tenure status of certificated employees to cease at age of 65, effective July 1, 1937.
5. It protects the certificated employees against loss of tenure status in the following situations:
 - a. Transfer from one district to another district under a governing board composed of identical personnel.
 - b. The division, union, or consolidation of school districts, or change in school district boundaries or organization.

Assembly Bill 962 revises the provisions of the present tenure law relating to the dismissal of permanent employees of school districts. It adds to existing causes for dismissal (1) any physical or mental condition which renders an employee unfit to instruct or associate with children and (2) conviction of a felony involving moral turpitude.

This bill also eliminates existing provisions relating to the hearing by the school board of charges against a permanent employee. In lieu of the present procedure it is provided in this bill that if a hearing is demanded by a certificated employee against whom charges have been proved, the matter is to be referred to the superior court of a county. The superior court thereupon is to appoint three referees to

investigate the charges and make recommendation to the court. Decision by the court, without obligation to accept the recommendation of the referees, may be appealed by either party to a court of state jurisdiction.

Teacher Retirement

Efforts have been made for many years to establish an actuarially sound teacher retirement plan. A step in this direction is found in Assembly Bill 794 which amends the present state teachers' retirement salary bill. This bill has been passed by the Assembly and is now on the Senate floor. The chief provisions of this bill are as follows:

1. It provides that service as county superintendent of schools, or as certificated employees of county superintendents, or as librarian, shall be counted toward retirement.
2. Those persons subject to the provisions of the retirement law must pay to the public school teachers' permanent fund \$24 each school year, instead of \$12 as at present required.
3. School districts are required to pay into the public school teachers' permanent fund \$12 per school year for each such person.
4. The state, as at present, is required to contribute 5 per cent of the annual receipts of the state inheritance tax to the public school teachers' permanent fund.
5. Upon retirement, participants will be entitled to receive a retirement salary of \$600 per year from the public school teachers' permanent fund, or such portion thereof as may be computed on the basis of the proportionate part of the thirty years of required service which has actually been rendered.
6. The bill establishes a public school teachers' annuity deposit fund to which all teachers elected or appointed to teach in the public schools on or after July 1, 1935, must deposit each month a sum equal to \$2 less than 4 per cent of their monthly compensation. Upon retirement, participants will receive such annuity as may be purchased with the amount paid in by the participant.
7. Teachers already in service may, but are not required to contribute to the annuity deposit fund in the same manner as are teachers employed for the first time on or after July 1, 1935.
8. Participants in the annuity deposit fund, upon withdrawal from the profession, will receive a refund of all moneys paid in, with interest.

9. Teachers who have served for ten years in California and shall have attained age 65 shall, if dismissed by reason of having reached age 65 at which age tenure ceases under Assembly Bill 961, be entitled to retire on the same basis as teachers retiring on account of disability.

State Colleges

Assembly Bill 174, which changes the name of the state teachers colleges to state colleges, has been signed by the Governor. The act authorizes the state colleges to offer courses in liberal arts appropriate for candidates for the teaching profession as a secondary function of the colleges, and provides that a person who is not a candidate for a teaching credential shall not be required to take more than six units of courses in education.

Junior College Support

For the past several years the legislative appropriation for junior college support has been insufficient to provide for the apportionment of \$2,000 to each district junior college, plus \$100 per unit of average daily attendance in junior college districts. Although several bills were introduced to assure that the amounts necessary to make these apportionments would be available, the only bill relating to the subject which at this time appears to have a favorable chance of passing is Senate Bill 984. This bill in its present form provides that there must be added to the junior college fund from the State General Fund sufficient moneys to permit the apportionment of \$2,000 to each district junior college, plus \$90 for each unit of average daily attendance. This bill has been given a favorable recommendation by both the Senate Committee on Education and the Senate Committee on Finance.

The passage of this bill would do much to stabilize the support of junior colleges. It will provide state support of approximately the same amount now received by high schools. This amount represents, however, a smaller proportion of state support than that received by elementary schools or high schools.

Action on this bill is somewhat uncertain, however. There is a greater probability that state support to junior colleges will be met through appropriations contained in the budget bill rather than through an amendment to the School Code. The budget bill, which has passed both houses of the Legislature, provides the amount of \$1,918,450 for apportionment to junior college districts during the coming biennium. This amount was determined by allowing \$90 for each estimated unit

of average daily attendance in district junior colleges during 1934-35 and 1935-36.

School Building Construction

Following the 1933 earthquake in southern California, the 1933 Legislature enacted certain measures providing for the structural safety of school buildings. Chief among the measures was the Field bill (Chapter 59, Statutes of 1933) which in general has proved satisfactory in guaranteeing the structural safety of new and reconstructed school buildings. There has been difficulty, however, in certain phases of the administration of the bill, particularly in connection with minor reconstruction and minor additions to old buildings. Consequently, several bills have been proposed during the 1935 session of the Legislature to modify the Field bill. Two of these bills have been passed by one house. Senate Bill 798, now on the Assembly floor, provides that the Division of Architecture of the State Department of Public Works must approve plans and specifications for the reconstruction or alteration of or addition to any existing school building if such plans and specifications considered alone meet the requirements of the Division, and do not impair the structural safety of the existing building.

Assembly Bill 166, which has been signed by the Governor, amends the Field bill by exempting from the provisions of the bill reconstruction of, alteration of, or addition to a school building costing \$4,000 or less instead of \$1,000 or less as at present.

Assembly Bill 1835, which is still before the Assembly, proposes the creation of a Board of Review of the Division of Architecture to consist of six members appointed by the Governor and the Chief of the Division of Schoolhouse Planning of the Department of Education as *ex officio* member. Of the appointive members, four shall be regularly qualified structural engineers, one a certified architect, and one a recognized seismologist. The duty of this board shall be to determine all matters of reasonable fact not otherwise established or accepted as may relate to the technical or structural rules, regulations, or requirements of the Division of Architecture pertaining to the administration of the Field bill. Matters of controversy involving rulings or interpretations under the Field bill may be appealed to the Board of Review. The bill further provides that the Division of Architecture shall furnish the services of a structural engineer to the Division of Schoolhouse Planning when the legally authorized activities of the Division may require such services. This will make it possible for the Division of Schoolhouse Planning to provide engineering services to school districts not financially able to provide such services.

The passage of these bills will greatly facilitate reconstruction of school plants.

School District Liability

School district liability is the subject of several bills now under consideration. Senate Bill 797 exempts members of school district governing boards from personal liability for injury to persons or damage to property arising from the continued use of a school building declared unsafe in the event that the electors of a school district do not, when necessary, authorize the expenditure of district funds to repair, reconstruct, or replace the building or refuse to advise the board to abandon the building and place the pupils in temporary quarters. This bill has passed the Senate and is now on the Assembly floor.

Assembly Bill 1546 fixes a limit of \$5,000 on the amount of damages which may be recovered from a county, city, or school district for injury to or the death of any one person in any one accident, and a limit of \$1,000 for damage to property of any one person arising out of any one accident, under the provisions of Deering Act 5619, except in cases where the governing or managing body has failed to remedy damages or defective conditions causing such accident following written notice of such conditions.

BUDGET PLANNING

The educational budget which is the program of activity resulting from educational planning must be accompanied by a financial budget which must be planned definitely and specifically in terms of the program of activities constituting the educational budget. In too many instances the educational budget will be limited and shaped or reshaped by the limitations of the financial budget. Intelligent planning, however, will require that in so far as possible the financial budget shall be made to accommodate the educational budget developed in terms of the best interests and welfare of children.

In the preparation of the financial budget for the school year 1935-1936 therefore it is essential that primary consideration be given to the maintenance of the educational program which has been decided upon as necessary. Consideration also must be given to the effects both direct and indirect of the several measures which are now being considered or have been enacted by the Legislature.

In the development of the educational program for the coming school year, school administrators and governing boards should plan constructively with the definite intention of returning to a normal basis in the operation and maintenance of the schools. It would seem obvious that current attitudes of the public with relation to public schools see a return to normal rather than a continuance of the

abnormal conditions which of necessity have characterized the educational program of many communities during recent years. If we interpret these public attitudes correctly it is desirable to plan at this time definitely to make provision in the financial budgets for school districts for 1935-1936 as follows:

Restoration of Services

Services eliminated from the public school program due to economic pressure frequently have included those activities most recently incorporated in the public school program. In many instances there have been activities of the greatest and most immediate value to children and to the community as a whole. Financial budgets should therefore plan as soon as possible to restore such services as health service, kindergarten education, industrial arts education, music, art, recreational opportunities, education and treatment of physically, mentally, and emotionally handicapped children, continuation and adult education, and extension into the upper secondary school program of the definitely vocational education program. It is understood that it probably will be impossible for any district fully to restore in one year the entire program of services which has been discontinued during recent years. However, in each school district budget for the coming school year such provision as is possible should be made to restore the most essential of the services which have been discontinued.

Discontinuance of Emergency Conditions

In many districts emergency conditions have been tolerated during recent years to the extent that they have become almost permanently a part of the local educational program. This is particularly true with regard to housing conditions. It is likewise true with regard to the provision of adequate educational supplies and equipment and the operation of classes with such large enrollments as to render instruction and therefore pupil learning very difficult. The elimination of such conditions should be undertaken in all districts at the earliest possible moment. School budgets for 1935-1936 should therefore make such provision as they can for permanent and proper housing of children; the purchase of an adequate supply of proper textbooks and supplementary books and other instructional supplies and materials; the elimination of excessively large classes; provision of adequate clerical and administrative assistance to relieve principals and other administrative officers of burdensome responsibilities detracting from the performance of the professional responsibilities for which they are employed; and the replacement of obsolete equipment the continued use of which may jeopardize the total educational program and may even,

as in the case of obsolete school bus equipment, subject children to unjustifiable hazard.

Restoration of Salaries

Reductions in the salaries of certificated and non-certificated personnel employed by school districts have been continued with little or no restoration for several years. Continued increases in the cost of living coupled with a marked devaluation of the dollar have been recognized throughout the Nation as ample reason for some restoration of salary reductions in practically all fields of employment. Recognition of the general public attitude favorable to the maintenance of a high morale and the restoration of salaries and wages requires that school officials make some endeavor to provide for the restoration to school employees of at least a part of the salaries which they were required to forego as a result of the salary reductions effected during the depression.

New Services Required

Throughout the Nation it is commonly recognized that in large measure public education must bear the responsibility not only for the maintenance of public morale but also for the reeducation of large numbers of minors and adults who require vocational retraining or rehabilitation. Thus, as a direct result of the economic depression the schools are faced with the need for increased service to society. School officials must accept this responsibility and provide definitely, in the program of education which constitutes the educational budget, for immediate expansion of the program of general and vocational adult and continuation education and for specifically vocational training on the upper secondary level, i. e., in the senior high school and junior college.

Emphasis must be placed upon the function which the public schools must render as a result of the experiences of the past several years in the field of employment. The lack of employment outlets for minors which has become an almost permanent characteristic of the changed national economy, forces upon the public schools recognition of the need for maintaining minors in the public schools until they can enter gainful employment. Thus the schools are faced with the problem of determining the types of educational programs which will contribute mostly to this group of minors who normally would not be in school. This problem affects practically all of the high schools and junior colleges of the state and is one which involves in the main young people who either have graduated from high school or who have been out of school for a considerable period of time. For their benefit

the high schools and junior colleges must provide both a generalized program of education and some definite prevocational and vocational training which will prepare them for entrance to employment. This will mean the establishment of post-graduate classes in many high schools or the assimilation of these groups in technical schools or junior colleges. It will also involve the establishment of numerous types of courses of study which otherwise probably would not be provided for the normal student body of these schools.

Educational Economies

Despite the increased responsibilities devolving upon the schools because of current popular demand it is apparent that the public in general, as well as organized groups representative of specialized tax-paying interests in particular, will continue to demand the greatest economies in the conduct of the public schools which may be secured consistent with the maintenance of an efficient and adequate program of public education. We feel certain that the penny-wise pound-foolish conceptions of economy which however necessary at the time of its general acceptance throughout the state has wrought serious hardship and resulted in definite harm to children in many areas, is no longer acceptable to the general public. The people are definitely desirous of maintaining adequate and modern programs of public education. However, they are also equally concerned with knowing that the amounts expended for public education are wisely expended and that true economy is practiced in their expenditure.

Realization of the necessity for definite experiences along numerous lines in the program of public education, coupled with an honest desire to administer the public schools efficiently and economically will require development of the educational budget for 1935-36 specifically in terms of financial economy.

Consideration should be given in all budgets to the economies possible in the following fields:

- a. Elimination of duplication of function in administrative and supervisory positions. The enactment of Assembly Bill No. 1205 now before the Governor for signature will facilitate such economies by unifying elementary, high school, and junior college districts of coterminous boundaries. Such unification will enable districts to eliminate some items of expense caused by duplication in the performance of the same functions of educational and business administration for elementary, high school, and junior college districts.

Simplification of administrative organization and procedures may be possible in many districts even though such districts may not be affected by the passage of Assembly Bill No. 1205. Similarly,

reorganization of the program of district supervision may in some cases be expected to result in economies although it is definitely true that in numerous cases the supervisory program has already been reduced below the point of greatest efficiency.

- b. The reorganization of school districts for the purpose of eliminating unnecessary small districts and the consolidation of elementary and secondary school districts under single administration wherever such reorganization can be effective and can be expected to result in definite economies and can be accomplished with full cooperation of citizens, should be promoted by school administrative officials. In most cases such reorganizations can be effected under existing legislation.

Changes in the organization of schools within a particular district may be effected which would result in definite savings due to greater utilization of the time of teaching personnel and the consolidation of administrative and supervisory functions. Possibilities of this sort should be investigated by school officials in preparing for the compilation of budgets for 1935-36.

In addition to considerations involving interpretation of public attitudes toward public education, school district officials should be governed in the preparation of budgets for 1935-36 by consideration of the probable effects of legislation enacted by or now pending before the State Legislature. Several of these measures will have a very direct and definite effect which can at this time be predicted. Others will have less immediate effects or effects which cannot clearly be predicted at this time.

1935 Legislation Relating to School Budgets

Some of the measures now before the Legislature or already enacted which pertain definitely to the district budgets for 1935-36 are the following:

1. *Assembly Bill No. 930.* This bill, already signed by the Governor, is an urgency measure now effective providing for the inclusion in school district budgets of a general reserve to meet the expenditures of the district during the year succeeding that for which the budget is intended to apply for the purpose of preventing the registration of warrants during such year before the receipt of current revenues. Provision therefore should be made by school districts for rebuilding the balances to be carried forward in order to avoid the unnecessary expense of registration of warrants.

2. *Assembly Bill No. 834 and Senate Bill No. 438.* These bills provide for a reenactment of the constitutional limitation on annual expenditure increases, with some amendments which are not as yet fully determined. These bills probably will be passed by the present Legislature in an amended form. It is our understanding that the amended bills will continue the present limitation of the Constitution as applied to school district taxes but probably will permit a total expenditure increase subject to the same limitations as those applying to the district tax. In other words, the school district probably will have the option of increasing its district taxes or its total expenditures in the manner prescribed in the bill, whichever will give it the larger amount of increase. These bills probably also in their final form will permit school districts to expend in 1935-36, 15 per cent more than in 1932-33 if the expenditures of the school years subsequent to 1932-33 were not increased by a full 5 per cent each year.
3. *Assembly Bill No. 794.* This bill modifies the present teacher retirement provisions of the School Code. It will require each school district to pay from moneys received from the state \$12 per year to the state teacher's retirement salary fund for each certified employee of the district subject to the retirement salary fund. Provision should be made in district budgets for this additional district expenditure.
4. *Assembly Bill No. 528.* This bill which was signed by the Governor on June first modifies the present method of computing emergency average daily attendance in districts wherein attendance records have been lost or destroyed or wherein a material reduction in average daily attendance has been caused by epidemics or public calamity. Under this bill the Superintendent of Public Instruction will be required to estimate the average daily attendance which the district actually earned or which it would have earned had there been no epidemic or public calamity. This procedure will discontinue the past practice of computing emergency attendance on the basis of the average yearly increase or decrease of the preceding three years. Districts requesting emergency attendance will have to take into account this change in the method of computing emergency attendance in estimating receipts from state apportionments.
5. *Assembly Bill No. 1188.* This bill provides for the levy of a school district sinking fund, in addition to other district taxes for maintenance and building, for the purpose of creating a sinking fund from which to pay the costs of replacement of buildings and equipment. The maximum amount to be levied in any year under this bill would be 5 per cent of the value of the physical properties of the district.

6. *Assembly Bill No. 450.* Provision is made in this bill to reduce the rate of interest required to be paid on registered warrants from 6 per cent to 5 per cent per annum.

7. *Assembly Bill No. 1181.* In this bill two provisions are made which will affect county and school district budgeting.

a. State apportionments to union elementary school districts under this bill will be required to be made for supervision purposes at the rate of one teacher unit for each full 300 units of average daily attendance in the entire union district rather than as at present on the basis of each 300 units of average daily attendance in each individual district in a union.

b. This bill also provides specifically for the maintenance by county superintendents of schools of emergency schools, the expenses of such schools to be paid directly by the county superintendent from the county unapportioned elementary school fund. It also authorizes the employment of emergency teachers by the county superintendent of schools in any district where such emergency teachers may be needed and the district is unable to employ them.

8. *Senate Bill No. 984.* Under this bill junior college districts would receive flat apportionments of \$2,000 for each junior college plus a pro rata apportionment of \$90 per unit of average daily attendance. If this bill is passed junior college districts will know definitely how much to expect from state apportionments during the succeeding school year.

A number of other bills now before the Legislature probably will be enacted which will have a direct or indirect affect upon school district budgeting. County, city, and district superintendents of schools should consider the effects of all legislation enacted by the present session of the Legislature in the development of their budgets for the succeeding school year. Information concerning the legislative enactments will be publicized by the Department of Education at the earliest moment possible.

Estimates of Population, 1934

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The use of educational statistics for comparative purposes frequently makes it desirable to have information concerning the current population of counties and of city school districts. Numerous methods are available for estimating current population but seldom are population estimates available for those desiring to make use of comparative statistics relating to the public schools.

Among the various measures which have been used as bases upon which to project estimates of population of political subdivisions during intercensal years the one which seems to have the highest degree of accuracy is the average daily attendance in elementary school districts. The State Department of Education has for a number of years employed a uniform method of estimating population for counties and for city school districts during intercensal years. This method involves:

1. Establishing for each county and city school district the ratio of average daily attendance in the elementary schools therein to the actual total population during the school year in which the most recent federal census was taken.
2. Computing estimated total population for any given calendar year by dividing the average daily attendance in elementary school districts during the fiscal year ending during that calendar year by the ratio of average daily attendance in elementary school districts to the total population during the year in which the most recent federal census was taken.

In the following tables are presented the basic data employed in estimating population of city school districts and counties for the year 1934 and the actual population estimates for that year. In Table No. 1 there are given for each county the average daily attendance in elementary school districts in 1929-30, the 1930 population figures derived from the federal census, the percentage which the average daily attendance in elementary school districts in 1929-30 was of the total population of 1930, the average daily attendance in elementary schools in 1933-34, and the estimated total population in 1934. Similar data are given for the city school districts in Table No. 2.

TABLE No. 1

Average Daily Attendance in Elementary School Districts, 1929-1930, Total Population 1930, Ratio of Elementary School Average Daily Attendance to Total Population, Average Daily Attendance in Elementary Schools 1933-34, and Estimated Total Population 1934, by Counties

| County | A. D. A. 1929-1930 | 1930 population | Ratio of A. D. A. in elementary school districts 1929-30 to total population, 1930 | A. D. A. in elementary school districts 1933-1934 | Estimated total population, 1934 |
|----------------------|-----------------------|--------------------|--|---|---|
| Alameda..... | 52,846 | 474,883 | .1113 | 50,720 | 455,705 |
| Alpine..... | 21 | 241 | .0871 | 31 | 356 |
| Amador..... | 904 | 8,494 | .1064 | 975 | 9,164 |
| Butte..... | 4,654 | 34,093 | .1365 | 4,962 | 36,352 |
| Calaveras..... | 764 | 6,008 | .1272 | 787 | 6,187 |
| Colusa..... | 1,280 | 10,258 | .1248 | 1,283 | 10,280 |
| Contra Costa..... | 11,055 | 78,608 | .1406 | 11,710 | 83,286 |
| Del Norte..... | 653 | 4,739 | .1378 | 692 | 5,022 |
| El Dorado..... | 973 | 8,325 | .1169 | 1,178 | 10,077 |
| Fresno..... | 23,361 | 144,379 | .1618 | 23,058 | 142,509 |
| Glenn..... | 1,756 | 10,935 | .1606 | 1,765 | 10,990 |
| Humboldt..... | 5,561 | 43,233 | .1286 | 5,737 | 44,611 |
| Imperial..... | 8,595 | 60,903 | .1411 | 9,280 | 65,769 |
| Inyo..... | 865 | 6,555 | .1320 | 820 | 6,212 |
| Kern..... | 13,264 | 82,570 | .1606 | 13,511 | 84,128 |
| Kings..... | 4,435 | 25,385 | .1747 | 4,257 | 24,367 |
| Lake..... | 913 | 7,166 | .1274 | 1,025 | 8,046 |
| Lassen..... | 1,759 | 12,589 | .1397 | 1,680 | 12,026 |
| Los Angeles..... | 245,213 | 2,208,492 | .1101 | 267,461 | 2,429,255 |
| Madera..... | 3,128 | 17,164 | .1822 | 2,877 | 15,790 |
| Marin..... | 3,820 | 41,648 | .0917 | 3,928 | 42,835 |
| Mariposa..... | 395 | 3,233 | .1222 | 489 | 4,002 |
| Mendocino..... | 3,197 | 23,505 | .1360 | 3,134 | 23,044 |
| Merced..... | 6,336 | 36,748 | .1724 | 6,356 | 36,868 |
| Modoc..... | 1,069 | 8,038 | .1330 | 935 | 7,030 |
| Mono..... | 121 | 1,360 | .0890 | 170 | 1,910 |
| Monterey..... | 6,276 | 53,705 | .1169 | 7,501 | 64,166 |
| Napa..... | 2,195 | 22,867 | .0959 | 2,213 | 23,076 |
| Nevada..... | 1,218 | 10,596 | .1149 | 1,549 | 13,481 |
| Orange..... | 17,298 | 118,674 | .1458 | 16,766 | 114,993 |
| Placer..... | 3,647 | 24,468 | .1491 | 3,968 | 26,613 |
| Plumas..... | 806 | 7,913 | .1019 | 816 | 8,008 |
| Riverside..... | 11,022 | 81,024 | .1360 | 12,377 | 91,007 |
| Sacramento..... | 16,525 | 141,990 | .1164 | 17,076 | 146,701 |
| San Benito..... | 1,682 | 11,311 | .1487 | 1,520 | 10,222 |
| San Bernardino..... | 18,037 | 133,900 | .1347 | 19,458 | 144,454 |
| San Diego..... | 23,528 | 209,659 | .1122 | 26,192 | 233,440 |
| San Francisco..... | 47,766 | 634,394 | .0753 | 49,705 | 660,093 |
| San Joaquin..... | 13,881 | 102,940 | .1344 | 14,201 | 105,662 |
| San Luis Obispo..... | 3,696 | 29,613 | .1248 | 3,742 | 29,984 |
| San Mateo..... | 9,661 | 77,405 | .1248 | 10,433 | 83,598 |
| Santa Barbara..... | 7,592 | 65,167 | .1165 | 8,127 | 69,760 |
| Santa Clara..... | 18,725 | 145,118 | .1290 | 19,282 | 149,473 |
| Santa Cruz..... | 4,369 | 37,433 | .1167 | 4,808 | 41,200 |
| Shasta..... | 1,813 | 13,927 | .1302 | 2,010 | 15,438 |
| Sierra..... | 268 | 2,422 | .1107 | 312 | 2,818 |
| Siskiyou..... | 3,629 | 25,480 | .1424 | 3,812 | 26,770 |
| Solano..... | 4,488 | 40,834 | .1090 | 4,375 | 39,809 |
| Sonoma..... | 7,808 | 62,222 | .1255 | 7,762 | 61,849 |
| Stanislaus..... | 8,867 | 56,641 | .1565 | 9,075 | 57,987 |
| Sutter..... | 2,078 | 14,618 | .1422 | 2,247 | 15,802 |
| Tehama..... | 1,919 | 13,866 | .1384 | 1,985 | 14,342 |
| Trinity..... | 306 | 2,809 | .1089 | 403 | 3,701 |
| Tulare..... | 13,058 | 77,442 | .1686 | 12,489 | 74,075 |
| Tuolumne..... | 1,247 | 9,271 | .1345 | 1,157 | 8,602 |
| Ventura..... | 8,260 | 54,976 | .1502 | 8,850 | 58,921 |
| Yolo..... | 3,016 | 23,644 | .1276 | 3,124 | 24,483 |
| Yuba..... | 1,350 | 11,331 | .1191 | 1,562 | 13,115 |
| Totals..... | 660,919 | 5,677,251 | .1164 | 697,718 | 6,009,464* |

* Total secured by addition.

4-21831

Table No. 2

Average Daily Attendance in Elementary School Districts, 1929-30, Total Population 1930, Ratio of Elementary School Average Daily Attendance to Total Population, Average Daily Attendance in Elementary Schools 1933-34, and Estimated Total Population 1934, by City School Districts

| City school district | County | A. D. A. 1929-1930 | 1930 population | Ratio of A. D. A. in elementary school dis- tricts 1929-30, to total population, 1930 | A. D. A. 1933-1934 | Estimated total population, 1934 |
|----------------------|----------------------|-----------------------|--------------------|--|-----------------------|---|
| Alameda..... | Alameda..... | 3,889 | 35,033 | .1110 | 3,729 | 33,595 |
| Albany..... | Alameda..... | 1,133 | 8,569 | .1322 | 1,325 | 10,023 |
| Alhambra..... | Los Angeles..... | 3,697 | 29,472 | .1254 | 3,998 | 31,882 |
| Bakersfield..... | Kern..... | 4,269 | 20,015 | .1641 | 4,262 | 25,972 |
| Berkeley..... | Alameda..... | 8,075 | 82,109 | .0983 | 7,889 | 80,254 |
| Burbank..... | Los Angeles..... | 2,378 | 16,662 | .1427 | 2,602 | 18,234 |
| Chico..... | Butte..... | 1,658 | 7,961 | .2083 | 1,881 | 9,030 |
| Compton..... | Los Angeles..... | 2,660 | 12,516 | .2132 | 2,858 | 13,405 |
| Eureka..... | Humboldt..... | 1,884 | 15,752 | .1196 | 1,923 | 16,079 |
| Fresno..... | Fresno..... | 8,706 | 52,513 | .1658 | 8,689 | 52,407 |
| Glendale..... | Los Angeles..... | 7,016 | 62,736 | .1118 | 8,294 | 74,186 |
| Grass Valley..... | Nevada..... | 548 | 3,817 | .1436 | 686 | 4,777 |
| Healdsburg..... | Sonoma..... | 378 | 2,296 | .1646 | 414 | 2,515 |
| Inglewood..... | Los Angeles..... | 2,531 | 19,480 | .1299 | 2,798 | 21,540 |
| Long Beach..... | Los Angeles..... | 15,533 | 142,032 | .1094 | 15,927 | 145,585 |
| Los Angeles..... | Los Angeles..... | 150,148 | 1,238,048 | .1213 | 174,011 | 1,434,551 |
| Marysville..... | Yuba..... | 621 | 5,763 | .1078 | 669 | 6,206 |
| Modesto..... | Stanislaus..... | 2,392 | 13,542 | .1728 | 2,557 | 14,797 |
| Monterey..... | Monterey..... | 1,192 | 9,141 | .1304 | 1,154 | 8,850 |
| Napa..... | Napa..... | 999 | 6,437 | .1552 | 981 | 6,321 |
| Oakland..... | Alameda..... | 30,734 | 284,063 | .1082 | 28,457 | 263,004 |
| Oroville..... | Butte..... | 869 | 3,698 | .2350 | 879 | 3,740 |
| Pacific Grove..... | Monterey..... | 679 | 5,558 | .1222 | 694 | 5,679 |
| Palo Alto..... | Santa Clara..... | 1,688 | 13,652 | .1236 | 1,761 | 14,248 |
| Pasadena..... | Los Angeles..... | 10,177 | 76,086 | .1338 | 10,470 | 78,251 |
| Petaluma..... | Sonoma..... | 1,017 | 8,245 | .1233 | 922 | 7,478 |
| Piedmont..... | Alameda..... | 1,063 | 9,333 | .1139 | 1,215 | 10,667 |
| Pomona..... | Los Angeles..... | 2,640 | 20,804 | .1269 | 2,639 | 20,796 |
| Porterville..... | Tulare..... | 1,296 | 5,303 | .2444 | 1,272 | 5,205 |
| Redwood City..... | San Mateo..... | 1,468 | 8,962 | .1638 | 1,693 | 10,336 |
| Richmond..... | Contra Costa..... | 3,554 | 20,093 | .1769 | 3,657 | 20,673 |
| Riverside..... | Riverside..... | 4,060 | 29,696 | .1367 | 4,204 | 30,753 |
| Sacramento..... | Sacramento..... | 9,870 | 93,750 | .1053 | 9,530 | 90,503 |
| Salinas..... | Monterey..... | 1,168 | 10,263 | .1138 | 1,521 | 13,366 |
| San Bernardino..... | San Bernardino..... | 5,506 | 37,481 | .1469 | 5,774 | 39,306 |
| San Diego..... | San Diego..... | 15,966 | 147,995 | .1079 | 16,968 | 157,257 |
| San Francisco..... | San Francisco..... | 47,766 | 634,394 | .0753 | 49,705 | 660,093 |
| San Jose..... | Santa Clara..... | 6,981 | 57,651 | .1211 | 7,220 | 59,620 |
| San Leandro..... | Alameda..... | 1,888 | 11,455 | .1648 | 1,870 | 11,347 |
| San Luis Obispo..... | San Luis Obispo..... | 1,047 | 8,276 | .1265 | 1,065 | 8,419 |
| San Mateo..... | San Mateo..... | 1,618 | 13,444 | .1204 | 1,730 | 14,369 |
| San Rafael..... | Marin..... | 769 | 8,022 | .0959 | 753 | 7,852 |
| Santa Ana..... | Orange..... | 3,631 | 30,322 | .1263 | 3,706 | 29,343 |
| Santa Barbara..... | Santa Barbara..... | 3,484 | 33,613 | .1037 | 3,594 | 34,658 |
| Santa Clara..... | Santa Clara..... | 878 | 6,302 | .1393 | 799 | 5,736 |
| Santa Cruz..... | Santa Cruz..... | 1,494 | 14,395 | .1038 | 1,611 | 15,520 |
| Santa Monica..... | Los Angeles..... | 3,750 | 37,146 | .1010 | 3,524 | 34,891 |
| Santa Rosa..... | Sonoma..... | 1,414 | 10,636 | .1329 | 1,349 | 10,150 |
| Stockton..... | San Joaquin..... | 6,527 | 47,963 | .1361 | 6,870 | 48,273 |
| Taft..... | Kern..... | 1,896 | 3,442 | .5501 | 1,674 | 3,043 |
| Tulare..... | Tulare..... | 1,175 | 6,207 | .1893 | 1,186 | 6,265 |
| Vallejo..... | Solano..... | 2,004 | 14,476 | .1384 | 1,970 | 14,234 |
| Ventura..... | Ventura..... | 1,427 | 11,603 | .1230 | 1,400 | 11,382 |
| Visalia..... | Tulare..... | 1,324 | 7,263 | .1823 | 1,364 | 7,482 |
| Watsonville..... | Santa Cruz..... | 1,124 | 8,344 | .1347 | 1,215 | 9,020 |
| Woodland..... | Yolo..... | 750 | 5,542 | .1353 | 758 | 5,602 |
| Totals..... | | 402,618 | 3,535,672 | .1139 | 431,366 | 3,778,770* |

*Total secured by addition.

This method of estimation is subject to a number of specific limitations but in general is fairly satisfactory and has proved to be very accurate. The principal limitations of this method of estimation include:

1. Both county and city school district estimates may be excessive in cases where emergency average daily attendance has been granted to school districts because of epidemics or public calamities which caused material reductions in average daily attendance. Thus in the case of Los Angeles, Long Beach, San Francisco, and other districts emergency average daily attendance has been granted for a number of years because of recurrent epidemics or public calamities. During the period in which such emergency attendance was allowed there has probably been an actual reduction in total population in these areas. The emergency average daily attendance, however, which was granted showed a continuous annual increase since the emergency average daily attendance was computed in such a way as to allow these districts the benefit of the actual average yearly increases in attendance during the preceding years when total population and consequently average daily attendance was increasing at a rapid rate. As a result the average daily attendance granted as emergency attendance in these cases is materially higher than the actual average daily attendance would have been during the same years had there been no epidemic or public calamity. Consequently population estimates based upon these fictitiously large average daily attendance figures are probably correspondingly greater than the actual population.
2. Comparatively few of the city school districts are coterminous with the incorporated city which constitutes a part of the city school district. Since the census population figures are for the incorporated city, a factor of error is introduced by employing the ratio of average daily attendance in the entire elementary school district to population of the city only. This factor, however, cannot be eliminated since no data are available in the census figures relative to the attendance in the school district as a whole.
3. Ratios between average daily attendance in elementary schools and total population are not constant even for individual counties or cities. Decreases in birth rates and shifts in population due to immigration as well as other factors may disturb the ratio between total population and elementary school attendance within cities or counties between census years. To the extent to which the established ratios for a census year are modified in subsequent years the estimates of population based on such ratios are inaccurate. The

method of estimation employed does not take into account population trends affecting adults only. Thus, increases or decreases in population due to the movement of adults from urban to rural areas during the depression, increases in population due to establishment of CCC camps and transient camps and shelters, and the inauguration of emergency relief projects are not reflected in the population estimates based upon average daily attendance in the elementary schools. To this extent the estimates of population will be erroneous.

As previously indicated the above estimates of total population may be seriously in error in the case of those cities and counties in which the granting of emergency average daily attendance resulted in crediting to the district and county a total average daily attendance considerably in excess of the actual average daily attendance which would have been earned had there been no epidemic or public calamity on the basis of which the emergency attendance was granted. A separate estimate has been made of the total population in such cases. These estimates are indicated in Tables No. 3 and 4 together with a revised estimate of the total population of all city school districts and all counties based upon the corrections contained in these estimates.

TABLE No. 3
Estimates of Population, 1934, in City School Districts
Granted Emergency Attendance for 1933-34

| City school district | County | Ratio 1929-30 A.D.A. in elementary school districts, 1929-30 to total population 1930 | Corrected A.D.A. 1933-34 | Estimated total population 1934 |
|---|--------------------|---|--------------------------|---------------------------------|
| Alameda----- | Alameda----- | .1110 | 3,783 ¹ | 34,081 |
| Compton----- | Los Angeles----- | .2132 | 2,652 ² | 12,439 |
| Long Beach---- | Los Angeles----- | .1094 | 14,548 ² | 132,980 |
| Los Angeles---- | Los Angeles----- | .1213 | 162,146 ¹ | 1,336,735 |
| San Francisco--- | San Francisco----- | .0753 | 45,980 ³ | 610,624 |
| Corrected totals, all city school districts | | | 414,245 | 3,618,400* |

*Total secured by addition.

¹ Corrected average daily attendance computed as actual average daily attendance for months during which epidemics not reported.

² Actual average daily attendance during school year.

³ Average of actual average daily attendance 1931-32, 1932-33 and 1933-34.

TABLE No. 4

**Estimates of Population, 1934, in Counties
Granted Emergency Attendance for 1933-34**

| County | Ratio 1929-30 A.D.A. in elementary school districts, 1929-30 to total population 1930 | Corrected A.D.A. 1933-34 | Estimated total population 1934 |
|------------------------|---|-----------------------------|--|
| Alameda----- | .1113 | 50,774 | 456,190 |
| Butte----- | .1365 | 4,934 ¹ | 36,147 |
| El Dorado----- | .1169 | 1,172 ¹ | 10,026 |
| Kings----- | .1747 | 4,213 | 24,116 |
| Los Angeles----- | .1101 | 254,011 | 2,307,094 |
| Orange----- | .1458 | 16,743 | 114,835 |
| Placer----- | .1491 | 3,887 | 26,070 |
| San Francisco----- | .0753 | 45,980 | 610,624 |
| Stanislaus----- | .1565 | 9,058 | 57,879 |
| Corrected state totals | | 680,398 | 5,837,003* |

*Total secured by addition.

¹Corrected average daily attendance computed as actual average daily attendance for months during which epidemics not reported.

Palace of Education

at

California Pacific International Exposition

IRA W. KIBBY, Chief, Bureau of Business Education

The California Pacific International Exposition, which was opened in San Diego on May 29, 1935, and will continue through November, has organized one of the most unique and outstanding exhibits showing the work of the public schools that has ever been offered to the public. The exhibits are housed in the Palace of Education and were organized under the direction of Mrs. Vesta C. Muehleisen, Director of Education for the Exposition, in cooperation with the State Department of Education.

It was realized that it would be impossible for all schools to be represented in the educational exhibits. Therefore, a plan was developed for the purpose of showing how education in the various fields and on different levels contributes to child development. Schools were then asked to contribute to the building of the exhibits as planned.

Education for the Good Life was selected as a theme for the Palace of Education. A large central room is given over to the development of the concepts involved in the theme. In the center of the room is a beautiful fountain, depicting the Four Cornerstones of American Democracy, designed and executed by Frederick Schweigardt, a famed sculptor. Four graceful female figures form the base of the fountain; one, a mother with babe in arms, represents the home; other figures represent the school, the church, and the community. These figures support a basin, in which the artist has modeled a graceful, rhythmic figure of a child, representing the culmination of American educational ideals in youth. On the wall behind the fountain is a mural depicting the results of education.

On the sides of the theme room are charming dioramas depicting the teaching of social, esthetic, health, cultural, and vocational activities for the development of those skills, understandings, and attitudes needed for the fulfilment of a happy life.

To the left of the theme room is found a display of art and craft work by students in the public schools. This is probably one of the finest displays of art produced by public school pupils that has ever been assembled. On the other side of the theme room will be found a display developed by pupils in modern progressive elementary schools

showing units of work based upon large centers of interest. Each unit represents the interest of children on various grade levels and includes many enriching educative experiences. A study of the elementary school exhibit by those who visit the exposition should bring about a better understanding of the meaning of "learning by doing" and the activity type of program.

In the rear of the theme room is a large exhibit hall in which various activities on the several levels of education are displayed. Here will be found exhibits in the fields of science, social science, journalism, library work, visual education, homemaking, industrial arts, textile arts, business, trade, agriculture, physical education, and health.

An interesting part of the exhibit is a puppet show, which is in operation every afternoon and evening as a part of the adult education exhibit. The puppets enact actual classroom situations to be found in various adult classes.

Exhibits telling the story of vocational rehabilitation, education for exceptional children, the deaf, the blind, and the Indians aid in completing the picture of educational activities in California. Education as conducted in Citizens Civilian Conservation Camps is appropriately shown. The latest designs in school buildings, with a model school, form the basis for an exhibit of schoolhouse planning. The state teachers colleges, the California Nautical School, and the University of California have colorful exhibits which tell of the activities of these institutions and their place in the educational program of the state.

The Congress of Parents and Teachers, the National Education Association, the California Teachers Association, and the American Association of University Women, each are represented in various ways in the lobby of the building. Members of the University Women's Club of San Diego, representing the American Association of University Women, act as hostesses to those who visit the building, while guides are at the service of visitors to conduct them through the educational exhibits, giving a short explanation of the educational concepts shown in each exhibit.

DEPARTMENTAL COMMUNICATIONS

Division of Research and Statistics

WALTER E. MORGAN, *Assistant Superintendent of Public Instruction
and Chief, Division of Research and Statistics*

EMERGENCY AVERAGE DAILY ATTENDANCE REQUESTS

Requests for emergency average daily attendance under the provisions of School Code section 4.750 should be submitted by each school district which has experienced during the year a material reduction in average daily attendance because of conflagration or other public calamity (including weather conditions making roads impassable), or because of epidemic conditions of unusual duration and prevalence. Similar requests should be submitted for each district which has suffered a loss of attendance records for any reason. County superintendents of schools are requested to urge the submission of requests for emergency attendance by all districts which to their knowledge have experienced a material loss of attendance due to the factors named.

Under the existing provisions of the School Code emergency average daily attendance granted to a school district for the school year 1934-35 is computed as the actual average daily attendance of 1933-34 plus or minus the average increase or decrease in average daily attendance between 1931-32 and 1933-34. The provisions of Assembly Bill 528 which has been passed by both houses of the Legislature and is now awaiting the signature of the Governor will change the method of computation of emergency attendance. Under this bill the Superintendent of Public Instruction is required to estimate the average daily attendance which the district would have earned had there been no epidemic or public calamity. No uniform base is to be established for estimating the average daily attendance of districts but in each case local conditions will be taken into account and an attempt will be made to secure as exact an estimate as is possible. Thus, no district will be penalized nor will any district profit unduly by being granted emergency attendance under the new law.

Requests for emergency attendance for the school year 1934-35 should be submitted at the earliest possible moment on Form No. J-13 of the California State Department of Education.

Division of Textbooks and Publications

IVAN R. WATERMAN, Chief

GEOGRAPHY TEXTBOOK ADOPTION

The State Board of Education in special meeting May 21, 1935, adopted the following geography textbooks by J. Russell Smith and published by The John C. Winston Company:

Grade 4, *World Folks*

Grade 5, *American Lands and Peoples*

Grade 6, *Foreign Lands and Peoples*

Grade 7, *Our Industrial World*

These textbooks will be printed in the California State Printing Plant during the coming fall and will be distributed for use beginning with the 1936 spring semester.

The adoption program contemplates that history textbooks for the elementary grades will be the next consideration.

NEW PUBLICATIONS

A Census and Economic Survey of the Blind in California, Department of Education Bulletin Number 7, April 1, 1935.

A Survey of the Physically Handicapped in State Service in California, Department of Education Bulletin Number 8, April 15, 1935.

Trees. Science Guide for Elementary Schools, Volume I, Number 8, March, 1935.

Birds. Science Guide for Elementary Schools, Volume I, Number 9, April, 1935.

Snakes, Lizards, and Turtles. Science Guide for Elementary Schools, Volume I, Number 10, May, 1935.

Bureau of Trade and Industrial Education

J. C. BESWICK, Chief

STATE CONFERENCE OF TRADE AND INDUSTRIAL EDUCATION

Superintendent Kersey has called the annual Conference on Trade and Industrial Education to meet at the San Jose State Teachers College July 5, 1935. This conference will be held in conjunction with the annual Conference of the California Industrial Education Association which convenes July 5 and 6.

Teachers of industrial arts and vocational subjects are especially invited to attend these important conferences as a means of keeping abreast of the new social and economic trends in their fields of education.

School administrators are urged to be present for the two days of the Conference of the California Industrial Education Association to meet with leaders and instructors of industrial arts and vocational education. These are upgrading conferences designed to aid in meeting new situations brought about by changing conditions. Those in attendance will have the opportunity to hear problems in vocational education and industrial arts education discussed by leaders in industry and education.

INTERPRETATIONS OF SCHOOL LAW

CORRECTION

In line three of the digest of Attorney General's Opinion number 9537, page 335, October, 1934, issue of *California Schools*, the word "school" should be omitted.

Appellate Court Decisions

Liability of School Districts for Injuries to Persons

The provisions of Deering Act 5150 (Statutes 1931, page 2476) requiring that when any person is injured as a result of the defective or dangerous conditions of a public building, grounds, works, or property of a school district, or of the carelessness or negligence of a public officer of a school district, a verified claim for damages must be presented in writing to the clerk or secretary of the legislative body of the district within ninety days after the accident are mandatory; and no person, including minors, who does not comply therewith has a right to maintain an action against a school district under the act of 1931, Civil Code section 1714 $\frac{1}{2}$ or School Code section 2.801. (*Myers v. Hopland Union Elementary School District etc.*, 81 C. A. D. 681, --- Pac. (2nd) ----)

Payment of Tuition of High School Pupils

The opinion of the Appellate Court in *Fillmore Union High School District et al. v. Cobb*, 81 C. A. D. 277, digested on page 165, May, 1935, issue of *California Schools* is modified by adding the following language thereto: "What has been previously said is not intended to give to the superintendent of schools authority to determine rules or terms or fix tuition retroactively so as to affect pupils in their past attendance upon school, but on the contrary these rules and the apportionment of funds are to apply only to pupils who attend the school after the rules and terms are adopted and the apportionment made." (*Fillmore Union High School District v. Cobb*, 81 C. A. D. 683, --- Pac. 2nd) ---, on rehearing (81 C. A. D. 277, --- Pac. (2nd) ----,) reported on page 165, May, 1935, issue of *California Schools*.)

Right of Principal to Tenure

A person who is entitled to classification as a permanent employee of a school district while serving as a teaching principal of the district

does not retain such classification when employed by the district as a non-teaching principal, School Code section 5.502 being applicable only to teachers who act incidentally as principal, nor can a person be classified as a permanent employee of a school district by reason of service as a non-teaching principal. (*Work v. Central Union High School District et al.*, 81 C. A. D. 704, --- (2nd) ----)

Service Required to Attain Tenure

In order to be entitled to classification as a permanent employee of a school district under School (sic) (Political) Code section 1609 (e) a teacher must have been employed for two complete consecutive school years, and to be employed for a year a teacher must have a written contract employing her for the full number of teaching days in the complete school year and not from day to day. (*Wood v. Los Angeles City School District*, 81 C. A. D. 534, --- Pac. (2nd) ----)

Attorney General's Opinions

Acceptance by School Districts of Donations, Bequests, and Devises

There is no provision of law under which a school district may accept donations, bequests, or devises of real or personal property, although Political Code section 4052 authorizes the board of supervisors of a county to receive property for the benefit of a school district and hold it in trust for the district. (A. G. O. 9941, May 11, 1935)

Acceptance of Money Donations to State Institutions

Under Political Code section 543a money may be given to any institution under the jurisdiction of the State Department of Education, but that section would not authorize the giving of any other personal property or any real property. (A. G. O. 9941, May 11, 1935)

Application of Field Bill to Alteration and Reconstruction of, and Addition to School Buildings

Lines 22 to 29, inclusive, of page 2 of Senate Bill number 798, as amended in Senate March 25, 1935, read as follows:

Provided, that the Division of Architecture shall approve plans and specifications for any reconstruction or alteration of, and/or addition to, any existing school building, when such plans and specifications, considered alone, comply with the basic requirements fixed by the Division of Architecture, and when such reconstruction, alteration, and/or addition does not diminish or impair the structural safety of the existing building.

This provision expresses the effect of Chapter 59, Statutes of 1933. (A. G. O. 9939, May 8, 1935)

Application of Five Per Cent Limitation Clause of Section 20 of Article XI of the Constitution

Moneys received by a school district through a county from the State for school purposes as a result of the 1933 amendment of section 15 of Article XIII of the Constitution must not be considered as a part of the base when calculating expenditures of a school district during one school year as compared with expenditures of the district during the preceding school year. (A. G. O. 9923, May 2, 1935)

Approval of Plans and Specifications of School Buildings

In applying School Code section 6.61 and section 1 of Chapter 59, Statutes of 1933 (Field Bill, Deering Act 7518b) in connection with work being done by a school district with SERA labor, the cost of the job should include an amount equivalent to the cost of labor for the job if SERA labor were not used. (A. G. O. 9951, May 17, 1935)

Average Daily Attendance of Elementary School Districts Under Tenure Law

In determining the application of School Code sections 5.500 and 5.501, the average daily attendance of an elementary school district includes the average daily attendance of any kindergarten or kindergartens maintained by such district. (A. G. O. 9934, May 6, 1935)

Contracts for Purchase of County School Supplies

School Code section 6.30 requiring governing boards of school districts to let all contracts for materials or supplies involving an expenditure of more than \$500 to the lowest responsible bidder is not applicable to purchase of the standard school supplies provided for in School Code sections 6.470 and following, when purchased by a county purchasing agent under authorization of the county superintendent of schools for the districts of the county. (A. G. O. 9944, May 15, 1935)

Dismissal of Permanent Employees

Under School Code sections 5.710 and 5.712, a permanent employee of a school district may be dismissed from the service of the district if the particular subjects in which the employee is giving instruction are discontinued and is not entitled to reemployment unless such subjects are reestablished within one year after their discontinuance. (A. G. O. 9942, May 11, 1935)

Employment and Compensation of State Teachers College Employees

Political Code section 675b is unconstitutional and therefore the Director of Education and the State Board of Education have complete

authority in the matter of employment and compensation of employees in the state teachers colleges without control from the State Department of Finance or the Director of Finance, and such persons are not subject to the provisions of the State Civil Service Act (Deering Act 1400) which is now in force in so far as it does not conflict with Article XXIV of the Constitution. (A. G. O. 9931, May 11, 1935)

Military Reservation as Part of a School District

A military reservation owned by the United States is not a part of the elementary school district within which it is located regardless of whether the reservation was purchased by the United States before or after the formation of the district. (A. G. O. 9922, May 4, 1935)

Payment of High School Tuition

The governing board of "A" high school district may enter into an agreement during the school year 1934-1935 to pay to "B" high school district an agreed sum of money for education during the school year 1933-1934 by "B" high school district of pupils residing in "A" high school district when no terms for the attendance of such pupils had been agreed upon or fixed under School Code section 3.301 and "B" high school district had credited the attendance of such pupils back to "A" high school district, section 18 of Article XI of the State Constitution not prohibiting such an agreement. (A. G. O. 9958, May 21, 1935)

Payment of School District Warrants

School district warrants issued during one fiscal year and not registered because of lack of funds, cannot be paid out of the revenues of the district for a subsequent fiscal year. (A. G. O. 9919, April 26, 1935)

Powers of School District Clerks

Where the clerk of a school district is a member of the governing board of the district, he has all the privileges and prerogatives of the other members of the board; and if he is not a member of the governing board of the district, he does not have such privilege and prerogatives. (A. G. O. 9932, May 6, 1935)

Registration of School District Warrants

School warrants may be registered up to the total anticipated, unencumbered income of the district during the then current school year, including income received by the district from the federal government for the education of Indian children. (A.G.O. 9956, May 21, 1935)

Temporary Transfer of County Funds to School Districts

School Code section 4.290 does not authorize the temporary transfer of county funds to a school district receiving funds from the federal government for the education of Indian children.

School Code section 4.290 does not authorize the temporary transfer to a school district of funds in the unapportioned county elementary school fund. (A.G.O. 9956, May 21, 1935)

Temporary Transfer of County Funds to School Districts for Payment of Salary Warrants

Section 31 of Article IV of the State Constitution permits the temporary transfer of available county funds to a school district for the purpose of paying salary warrants issued by the district and permits in view of section 15 of Article XIII of the Constitution the temporary transfer of funds apportioned by the state to a county under said provisions of the Constitution. (A.G.O. 9945, May 16, 1935)

Transfer of State Funds by an Elementary District to a High School District for Junior High School Tuition

Neither section 6 of Article IX, nor section 15 of Article XIII of the State Constitution, nor School Code section 4.6 prohibits the transfer by an elementary school district to a high school district of funds apportioned to the elementary school district by the state for the purpose of paying the high school district under School Code sections 3.260-3.272 for the education of the seventh and eighth grade pupils of the elementary school district in a junior high school of the high school district. (A.G.O. 9946, May 14, 1935)

Use of School Property as Civic Center

Under School Code sections 6.750-6.772, the term *civic center* means that all public school houses and grounds shall be meeting places for the people of the respective school districts for all lawful purposes which do not interfere with the use of the school house and grounds for school purposes. No charges may be made under the sections cited for the use of a schoolhouse for civic center meetings except as authorized by School Code section 6.771, as amended in 1933. The term *net receipts* as used in School Code section 6.771 means all receipts for admission fees and contributions after deducting therefrom all legitimate expenses of the entertainment given. (A.G.O. 9926, May 2, 1935)

SCHOOL BUS DRIVERS' CERTIFICATES

School administrators and others who have school bus drivers under their jurisdiction are requested to note the following information and to bring it to the attention of the drivers:

All school bus drivers' certificates heretofore issued expire June 30, 1935.

Any school bus driver having passed a physical examination since January 1, 1935, may obtain a renewal by returning his expired certificate to the Bureau of Drivers' Licenses and Adjustments, Department of Motor Vehicles, 11th and P streets, Sacramento.

All other school bus drivers will be required to submit a physical examination report on the form prepared by the Department of Motor Vehicles, which form is procurable from the nearest California Highway Patrol Office, with their expired certificates when applying for renewal.

Applicants for original certification as school bus drivers, must make application to the nearest California Highway Patrol Office and pass all tests, including the physical examination in the regular way. The reports of such tests will be submitted to this office for approval before the certificate is issued.

FOR YOUR INFORMATION

NATIONAL PROGRAM OF FUTURE FARMERS OF AMERICA

On June 29, the California Association of Future Farmers of America will sponsor a nation wide radio program over the National Broadcasting Company.

The program will originate at 9.30 a.m. in Washington, D. C. At 9.42 a.m. Lowell Edington of Napa, the first Future Farmer President of California, will speak from San Francisco. Following Edington's talk, Kenneth Pettibone of Corvallis, Oregon, National President of the Future Farmers of America in 1930, will speak from Portland. Also Howard Annis, President of South Central District of Idaho, will speak from Portland. The Seattle station will then present Donald Hedrick of Menlo, Washington, former State Future Farmer President of Washington. The broadcast will return to Washington, D. C. for closing at 10.30 a.m.

The theme of the entire program will be Leadership of the Future Farmer Organization Through Various Activities.

LEADER IN BUSINESS EDUCATION WILL VISIT CALIFORNIA

Dr. William R. Odell, Assistant Professor of Education in charge of Commercial Teacher Training at Columbia University, will be in California during the month of June. The Los Angeles Commercial Teachers Association has arranged a dinner meeting which will be held in the lunch room at Polytechnic High School at 6.30 p.m. on June 7, 1935. At that time Dr. Odell will speak on the developments in business education in the eastern states. The Bay section of the Commercial Teachers Association has arranged a luncheon meeting for noon Saturday, June 22, at the Athens Athletic Club, Oakland. Dr. Odell will speak to this group also.

School officials and teachers interested in the developments in business education are invited to attend these meetings.

NEW PWA APPLICATION BLANKS AVAILABLE

A. D. Wilder, State Engineer of the PWA, recently announced that new and simplified forms are available for making application to the federal government for financial aid in building construction projects. The new application forms are mailed out in complete sets thus simplifying and expediting the making of an application.

Any school district wishing to apply for federal aid should address Mr. Wilder either at 611 State Building, San Francisco, or 805 Washington Building, Los Angeles. Projects in Fresno County or north are handled through the San Francisco office; south of Fresno County, in the Los Angeles office.

The PWA no longer makes grants only. It aids projects only on the combined basis of loan and grant; the maximum grant being 45 per cent of the cost of the project, and the loan at an interest rate of 3 per cent per year constituting the remaining 55 per cent of the total cost.

A NATION WIDE COMMUNITY YOUTH PROGRAM

Details of a proposed plan to aid two million unemployed youth between the ages of eighteen and twenty-four were recently made public by United States Commissioner of Education John W. Studebaker who states that the plan is ready to be put into execution immediately.

The plan calls for an adaptation of the present college student aid plan and the CCC camp program for the purpose of assisting young people in their own communities. The set-up would include a guidance and adjustment center. Young people desiring to participate in a combination work-education-recreation program would come to this guidance center. Following consultation each youth who needed financial help would be assigned work as an assistant to a public official, a social worker, a teacher, or to any public or quasipublic work. At the same time this worker would be enrolled for such instruction as would be needed for personal advancement and improvement. He would be enrolled also in such recreation as seemed most advantageous and interesting to him. For each youth enrolled there would be in place of the deterioration or idleness due to unemployment a combination work-education-recreation program.

In discussing the program, Commissioner Studebaker stated:

To build up adequate facilities to undertake this program for unemployed youth the typical community would organize a community council at the invitation of the public school officials. This council would include representatives of various agencies concerned such as the chamber of commerce, labor unions, and churches. The council would canvass the community to discover how the schools, playing fields, and other local facilities could be expanded to meet the needs of the youths enrolled in the program. For expansion of facilities a portion of the allotment would be made to the agencies needing it. Each youth would receive only as much as needed up to a maximum of \$20 per month while he participated in the guidance-work-education-recreation program.

Unemployment among youth may be relieved by a program which is basically educational and only in part remunerative. To relieve unemployment among young people and at the same time to build their morale, the schools with their equipment and personnel are the agencies best fitted to carry out a combination guidance-education-recreation-work program. Proposals made by the committee present a practical and comprehensive method for meeting an acute national need.

Details of Program

Following is a synopsis of the proposed community youth service program:

There are about twenty-two million young people sixteen to twenty-five years of age inclusive in this country.

It is estimated that approximately three million of these young people are out of school, unemployed, and are living at home. The prolonged thwarting of their natural desires and ambitions may result either in a rebellious spirit or in a feeling of inferiority and despair from which some of them will never recover.

Following are the essential elements of the program to aid this group:

1. *Underlying assumptions*

The program assumes that the problem of American youth must, in the main, be solved in the communities in which the young people live. Furthermore, it is believed that the program should be one which offers opportunities for self-improvement in the interest of national welfare instead of one which provides a relief dole. It recognizes the obligations which public schools must assume in community leadership of youth and it is designed to use machinery which already exists, thus avoiding the confusions of adding new or more or less extraneous governmental controls.

2. *What is proposed*

The college student aid program would be adapted to provide a nation-wide community service for youth designed to rebuild the morale and restore confidence in two million of these discouraged young people through a program which combines counseling and guidance, education, recreation, and remunerative work, or scholarship grants. The main purpose of the work or grants would be to provide these young people with funds enough to make possible participation in the benefits of education and recreation.

3. *Essentials of the local community program*

- a. A guidance and adjustment center, often merely an enlargement and strengthening of the school guidance organization (but created, if necessary, as a part of the educational system in rural school areas as well as urban centers) to investigate conditions and needs, counsel with young people who apply for a place in the program, and approve for each young person a suitable plan requiring at least forty-two hours per week in education, recreation, and part time employment, the hours for education and work or for education alone, to equal at least thirty hours per week. In education, studies might be pursued in many types of institutions, public or private. The only requirement would be evidence of value to the student.
- b. A wide variety of educational opportunities in many types of institutions and organizations.
- c. Recreation as varied and wholesome as possible.
- d. Part time employment as internes or helpers with public and quasipublic officials; assistants in public schools, public libraries, hospitals, museums, charitable and correctional institutions; making surveys of needs and facilities in the field of youth; investigating possibilities of youth placement on farms; helpers in public health programs; the maintenance and operation of the youth program, including clerical, manual, educational and recreational jobs, etc. In all cases the part time employment would be integrated with the total self-improvement program so that the employment in itself becomes an essential part of the young person's education. Also, employment would be approved only if it does not unduly impair opportunity for work to adults and heads of families. Permanent jobs would be sought with the cooperation of the United States Employment Service and other employment agencies.

- e. Where enough jobs of a bona fide character cannot be found, the community educational authorities would in their discretion substitute scholarship grants in lieu of jobs to not more than 20 per cent of those participating in the program, the selection to be on the basis of scholarship. Such scholarship holders would do full time work in some educational program.

4. *Federal administration*

- a. The United States Office of Education to have administrative charge.
- b. To advise the Office of Education with respect to policy and program there would be created a Federal Advisory Council for Youth composed of representatives of non-government organizations maintaining youth programs, of interested individuals including youths themselves, of labor groups, and of representatives of the government departments and bureaus which handle activities related to youth.

5. *State administration*

- a. The state department of education in each state, with the assistance of a State Advisory Council for Youth would be the agency to have administrative charge of the program.

6. *Local administration*

- a. The local board of education or other regularly constituted education authority designated by the state department of education would assume responsibility for formulating the detailed plan for the local community and for administering the program in accordance with a state plan prepared by the state department of education and approved by the United States Office of Education.
- b. To advise the local education authority, there would be organized a Community Advisory Council for Youth, whose members would represent the many educational, recreational, welfare, labor, and employment groups of the community, and other individuals interested. Youth should have large representation on this council.

7. *Wages and costs*

- a. Wages for work or scholarship grants would be determined for each youth by the amount needed to enable him to participate in the educational and recreational program recommended for him by the guidance center and in the normal group life of which he should be a part. The maximum amount to be paid to any individual enrolling for the program would be \$20 per month; the wage for work performed to be not less than 30 cents per hour.
- b. The maximum allotted to any local education center per month is \$12 for each young person enrolled, according to the proposed plan. Up to 10 per cent of youth sixteen to twenty-five years of age in the community might be included; the number to be determined from the school census or other reliable records.
- c. From the allotment to the local education center would be paid all the local expenses of the youth program. Of the allotment spent, at least 75 per cent would be paid in wages to youths for work performed, or in scholarship grants.

EDUCATIONAL BROADCASTS

Education Today

The State Department of Education offers the following broadcasts to be given on its radio program, Education Today. These broadcasts are given over station KGO on Saturday evenings from 6:45 to 7:00 p.m.

- June 1—Musical Program. Girls Glee Club, Modesto Junior College, R. W. McKnight, Directing.
- June 8—Ellis G. Rhode, Supervisor, Emergency Education Program, State Department of Education; A Visit to our Emergency Education Classes.
- June 15—C. F. Muncy, Assistant Chief, Division of Research and Statistics, State Department of Education; Summer-time in the Public Schools.
- June 22—Alfred E. Lentz, Administrative Adviser, State Department of Education; The 1935 Legislature and the Schools.
- June 29—To be arranged.

Food and Nutrition

The Home Economics Department of the University of California at Los Angeles is offering a series of radio programs on Food and Nutrition. These broadcasts are given on Monday mornings at 10:30 a.m. over station KHJ and the Columbia-Don Lee network. The following broadcasts will be given during the months of June and July:

- June 3—Bernice Allen; The Picnic Basket.
- June 10—Dr. Greta Gray, Associate Professor of Home Economics; Hints to the Household Baker.
- June 17—Dr. Greta Gray; The Cost of Work-saving Devices.
- June 24—Dr. Greta Gray; Determining Your Food Budget.
- July 1—Dr. Helen B. Thompson, Professor of Home Economics; More Food Value for Your Money.
- July 8—Dr. Verz R. Goddard, Assistant Professor of Home Economics; Vitamins Yesterday.
- July 15—Dr. Verz R. Goddard; Vitamins Today and Tomorrow.
- July 22—Dr. Verz R. Goddard; Food Habits and Physical Endurance.
- July 29—Dr. Verz R. Goddard; Eating to Keep Cool.

More for Your Money

The National Advisory Council on Radio and Education is offering a series of radio programs for consumers under the title, More for Your Money. This program is developed under the direction of the Consumers' Committee. The following broadcasts will be given during June from 6:45 to 7:00 p.m. over stations KFRC, KHJ, KMJ, KWG, KDB, KGB, KERN, KFBK:

- June 4—Marriner C. Eccles, Governor of the Federal Reserve Board; The Consumer's Stake in Sound Money.

June 11—Karl T. Compton, President of the Massachusetts Institute of Technology, and President of the American Association for the Advancement of Science; *More for Your Money: Science Points the Way.*

June 18—Emily Newell Blair, Chairman of the Consumers Advisory Board; *The Consumer's Stake in the New NRA.*

June 25—Richard Waldo, President, McClure Newspaper Syndicate; Editor, *The National Whirligig; News Behind the News.*

Congressional Opinion

A weekly broadcast is given on Sunday evenings from 6:45 to 7:00 p.m. by prominent speakers who are interested in what Congress is doing. The purpose of this series of talks is to interpret the economic and political problems confronting the nation and the various states. The broadcasts are given over stations KFRC, KHJ, KMJ, KWG, KDB, KGB, KERN, KFBK.

Current Questions Before Congress

Current Questions Before Congress is a weekly program featuring the problems that Congress is attempting to solve. Senator Alben W. Barkley, Democrat of Kentucky, alternates with Senator Capper, Republican of Kansas, in presenting the contrasting views on measures currently before the Senate and the House of Representatives. This broadcast is given on Thursdays from 12:00 m. to 12:15 p.m. over stations KFRC, KHJ, KMJ, KWG, KDB, KGB, KERN, KFBK.

WESTERN SUMMER SCHOOL FOR WORKERS

The Western Summer School for Workers will hold its third session on the University of California campus from July 8 to August 3, 1935. The School is sponsored jointly by the Division of Adult and Continuation Education of the State Department of Education, the California Association for Adult Education, the California State Federation of Labor, and the Extension Division of the University of California. It is residential and coeducational, and draws its students from the ranks of industry, agriculture, and domestic service, attempting to bring together a cross-section of labor on the Pacific coast. The School was established to provide opportunity for workers to study the social and economic problems of present day society, to train themselves in clear thinking, and to develop a desire for study as a means of understanding and enjoyment of life. The summer school is not committed to any dogma or theory, but conducts its teaching in the spirit of impartial inquiry with freedom of discussion and instruction.

The curriculum includes labor economics, social psychology, literature, English, the history of the American labor movement, art, a theatre workshop, and recreation. Among the outside activities will

be a weekly forum on current events, concerts, hikes, and trips to places of interest in the Bay region.

A course in teacher training and group leadership will be open to qualified teachers and others interested in leading labor groups or in teaching in the field of workers education. Classess in the School will be used as laboratories of observation and study.

The faculty is as follows:

Director, Lucy Wilcox Adams, State Department of Education; William F. Adams, University of California at Los Angeles; Anne E. M. Jackson, Extension Division, University of California; Margaret Jensen, San Francisco City Schools; Allan Kenward; John L. Kerchen, Bureau of Workers Education and Extension Division, University of California; Mary Feinstein; Paul Scharrenberg, California State Federation of Labor.

Teachers and others interested in attending the School should write for application blanks and further information to Lucy Wilcox Adams, 308 California State Building, Los Angeles, or to John L. Kerchen, 301 California Hall, University of California, Berkeley.

DRAMATIZATION OF CALIFORNIA LIFE AND INDUSTRIES AT THE STATE FAIR

The California State Fair has discontinued the school spelling contest which has been a part of the activities of the Fair for several years. However, during the 1935 State Fair, an opportunity for actual participation by pupils in the education program will be provided by the dramatization by pupils of California history, the industrial or manufacturing life of California, the industries of any community, the utilization of our natural resources, or pageantry related to important historic events or persons in the life of California. Stage settings, furniture, lighting, and other necessary properties will be provided by the Fair management to meet the requirements of each production as requested by the schools.

Schools which find it possible to bring a cast to Sacramento for the Fair will have an opportunity to present their work in a more animated manner than has heretofore been possible.

For detailed information, school officials should communicate with Mrs. Jane Amundsen, State Fair grounds, Sacramento.

INTERNATIONAL CONFERENCE OF AMERICAN STATES ON THE TEACHING OF HISTORY

Dr. L. S. Rowe, Director General of the Pan American Union, states that at the recent convention of the Seventh International

Conference of American States on the Teaching of History, the governments represented have agreed to the following:

Article 1. To revise the textbooks adopted for instruction in their respective countries, with the object of eliminating from them whatever might tend to arouse in the immature mind of youth aversion to any American country.

Article 2. To review periodically the textbooks adopted for instruction on the several subjects, in order to harmonize them with most recent statistical and general information so that they shall convey the most accurate data respecting the wealth and productive capacity of the American Republics.

Article 3. To found an institute for the Teaching of History of the American Republics, to be located in Buenos Aires, and to be responsible for the coordination and inter-American realization of the purposes described, and whose ends shall be to recommend:

- a. That each American Republic foster the teaching of the history of the others.
- b. That greater attention be given to the history of Spain, Portugal, Great Britain, and France, and of any other non-American country in respect to matters of major interest to the history of America.
- c. That the nations endeavor to prevent the inclusion, in educational programs and handbooks on history, of unfriendly references to other countries or of errors that may have been dispelled by historical criticism.
- d. That the bellicose emphasis in handbooks on history be lessened and that the study of the culture of the peoples and the universal development of civilization of each country made by foreigners and other nations, be urged.
- e. That annoying comparisons between national and foreign historical characters, and also belittling and offensive comments regarding other countries, be deleted from textbooks.
- f. That the narration of victories over other nations shall not be used as the basis for a deprecatory estimate of the defeated people.
- g. That facts in the narration of wars and battles whose results may have been adverse, be not appraised with hatred, or distorted.
- h. That emphasis be placed upon whatever may contribute constructively to understanding and cooperation among the American countries.

In the fulfillment of the important educational functions committed to it, the Institute for the Teaching of History shall maintain close affiliation with the Pan American Institute of Geography and History, established as an organ of cooperation between the Geographic and Historic Institutes of the Americas, of Mexico City, and with other bodies whose ends are similar to its own.

STATEMENT OF THE DELEGATION OF THE UNITED STATES OF AMERICA

The United States heartily applauds this initiative and desires to record its deep sympathy with every measure which tends to encourage the teaching of the history of the American nations, and particularly the purification of the texts of history books, correcting errors, freeing them from bias and prejudice, and eliminating matter which might tend to engender hatred between nations. The Delegation of the United States of America desires to point out, however, that the system of education in the United States differs from that in other countries of the Americas in that it lies largely outside the sphere of activity of the federal government and is supported and administered by the state and municipal authorities and by private institutions and individuals. The Conference will appreciate, therefore, the constitutional inability of this Delegation to sign the above Convention.

AN INSTITUTE OF PUBLIC AFFAIRS AT THE UNIVERSITY OF DENVER

The University of Denver Foundation for the Advancement of the Social Sciences will conduct, in cooperation with the summer school, an Institute of Public Affairs from June 18 to August 28, 1935. During the two weeks immediately preceding the National Education Association Conference, the Institute will be addressed by **outstanding** educators on pertinent questions related to the theme of the Institute—An Interpretation of the Current American Scene.

A STUDY OF THE SALARIES OF HIGH SCHOOL TEACHERS

A study of salaries and teaching load in fifty-five high schools has just been completed by Dr. George R. McIntire, District Superintendent of the Oceanside-Carlsbad Union High School and Junior College Department. The enrollment of the schools studied ranges from four to eight hundred, and eight of the schools have junior colleges or junior college departments. The report contains interesting data relating to salaries of high school teachers.

Copies of the report may be procured from Dr. McIntire.

PAN PACIFIC EDUCATION CONFERENCE

The New Education Association is sponsoring the Pan Pacific Education Conference to be held in Tokyo, Japan, August 1-7, 1935. According to the pamphlet concerning it, the object of the Conference is the interchange of ideas and experiences relating to the new education, and to promote friendship and understanding among the nations bordering the Pacific. Representatives of Australia, Canada, China, East India, England, France, Hawaii, Holland, India, Java, Manchoukuo, Mexico, New Zealand, Philippines, Straits Settlements, the United States, and Siam have been invited to participate in the conference.

For further information concerning the Conference address Hiroshi Aizawa, Managing Secretary of the New Education Association, Tokyo, Japan.

PROFESSIONAL LITERATURE

REVIEWS

Redirecting Education. Edited by Rexford G. Tugwell and Leon H. Keyserling. Volume I, The United States; Volume II, Europe and Canada. New York: Columbia University Press, 1934 and 1935. Pp. ix + 273 and ix + 285.

The relationship between the social, political, and economic order and education is a subject of increasing interest and concern both to educators and to leaders in the various social sciences. The formulation of social objectives and of plans to achieve these objectives is becoming one of the foremost national problems and is distinctly an educational affair. In this connection, a significant change in the content and instructional methods employed in the social studies is in progress. There is a strong trend away from the consideration of such fields as history, economics, political science, and sociology in watertight compartments and as separate disciplines in the scholastic sense. In the new approach, attention is centered directly upon urgent contemporary problems and issues, and the several social sciences are drawn upon for what they may contribute in the way of better understanding and possible solution. Thus the social sciences are becoming instrumentalities for assisting in the attainment of social objectives.

Redirecting Education resulted from an experiment begun fifteen years ago in Columbia University to remove the artificial barriers between the several social sciences and to bring each to bear upon major current problems. For this purpose a course in Contemporary Civilization was conducted cooperatively by representatives from the several social science departments. Volume I consists of a series of twelve essays, each a chapter, and all written by members of the faculty engaged in the cooperative course. The essays are organized into five major sections of the volume: Social Objectives in Education, by Rexford G. Tugwell; Social Objectives in the American College, by Leon H. Keyserling; Economics in the College, by Thomas C. Blaisdell, Jr.; History in the College, by Charles Woolsey Cole; and Political Science in the College by Joseph McGoldrick.

Four essays by Tugwell, *The Objectives in the Past*, *Education in the Individualistic Society*, *The Conditions of Redefinition*, and *Social Objectives in Education*, trace the dominating objectives of American education from early days when individualistic motives chiefly governed to the present time when a social point of view is gaining prominence. He shows the strong influence on education of the philosophy of *laissez faire* in social, political, and economic life, and urges a reconstruction both in the social order and in education to make possible social planning. Tugwell does not wish to indoctrinate, unless it be to warn students against the various "isms," and particularly against *laissez faire*, and to develop a realization of the need for formulating definite social objectives and for positive planning to achieve them. He believes that each generation in its turn must work out its own objectives and plans, and envisages an educational plan as an integral part of such social management.

Keyserling, in assessing the social objectives of the American college, finds a gross disregard and neglect of the social sciences in collegiate education, citing examples from various institutions where the average student receives little or no exposure to any of the social sciences. He describes, on the other hand, a few of the experiments in orientation courses in social science in certain colleges and junior colleges in which false subject matter boundaries are broken down and the approach is "present-minded," and on current problems. The proposal is made for a reconstructed theory to replace *laissez faire* in economics, and as a final reason for this

is given the argument that *laissez faire* is fundamentally opposed to the ultimate objective of any science, that of increasing man's control over his environment.

The first essay by Blaisdell, entitled *Dominating Social Forces*, attempts an analysis of past and present social forces for the purposes of selecting certain of the subject-matter of an educational program which "will not be outmoded by the time it is in operation." In *Trends in the Teaching of Economics*, the second essay, it is first shown that the usual course or textbook in economics dates back to John Stuart Mill with change, or modernization. In contrast to prevailing practice, it is proposed to introduce students to the study of economics through a picture of a changing social order, dealing with business cycles as the outstanding feature of modern industrial life. It is suggested that such an approach will develop a positive rather than a *laissez faire* attitude on the part of students and a conviction that "the kind of society in which they wish to live must be consciously built, that it will not come of itself."

Much of present day history teaching in the colleges is described by Cole as ineffective. Both the lecture type of course in which "the student listens several times a week to a lecture, does some assigned reading, and regurgitates in examinations mangled portions of what he has absorbed" and the typical seminar in which a student reads a paper the content of which is understood only by the author and the professor, are equally condemned. Cole proposes that history may be made a "vehicle for understanding contemporary life," and used to "illuminate and direct social objectives." His solution lies in tying everything to the present, in asking "How did things come to be as they are?" in attacking a present problem, and in taking a further step by seeking an understanding of the present, not for its own sake, but for its "relevance to the days that lie ahead."

One of the chief weaknesses in political science instruction, according to McGoldrick's analysis, lies in the almost exclusive emphasis on descriptions of various political forms, and little or no attention to vital civic problems. He presents a picture of conditions characterizing the current political science in the United States which should furnish a basis for a vital problems course in political science. Conditions such as patronage in public service, control of politics by party organization, and local political rings are summarized. A strong plea is made for the synthesis and greater integration of work in recent history, economics, social and political science.

Volume I accomplishes two distinct purposes. The section written by Tugwell develops a social philosophy which is the very antithesis of *laissez faire*, and shows the need for social planning in which education has a central part. The second purpose, achieved through the other essays, is an evaluation of present day instructional methods in the social studies in American colleges together with constructive suggestions for making each of the social sciences bear more directly upon an understanding and the solution of contemporary problems. The volume should be of particular immediate value to those engaged in revision of social studies curricula in the junior college, an institution where constructive changes should be more rapid and meet with less resistance than in the college or university because of a greater freedom from academic tradition.

Volume II is prefaced by the statement:

Naturally enough, when thoughtful men begin to think about the social objectives of education and the means of obtaining these objectives, they want to survey what other countries are doing with their schools.

The countries considered were selected for particular reasons. Russia, Italy, and France represent three entirely different political ideals, communism, fascism, and *laissez faire*, each of which is reflected very clearly in the social objectives of education which prevail. Similarly, Germany represents a situation where the political ideals of the Nazi government are strongly influential in shaping education. England and Canada were selected because of the similarity of their problems to those of the United States. Denmark was selected to illustrate the accomplishment of social objectives in education in a small homogeneous nation with a well

developed social organization. Education in each of these countries is discussed by a well qualified author. First of all, each was associated with the project from which Volume I was developed; secondly, each author is a native of the country of which he writes or has made an intensive study of it within recent years. The authors are: Horace Taylor, Germany; J. Bartlet Brebner, England and Canada; Jacques Barzun and Robert Valeur, France; Boris Schoenfeldt, Russia; Shepard B. Clough, Italy; and John H. Wuorinen, Denmark.

Education in each country is treated primarily from the standpoint of the influence upon education of the habits of thought of the people, their institutional development, and particularly their political and social objectives. The chief emphasis is placed upon objectives of education particularly as these derive from the thought and social objectives of the country. The structural organization of the educational system in each country is also treated together with a brief description of the most essential aspects of the curricula.

The treatment of Education in Germany will serve to illustrate that for other countries. A brief sketch of certain outstanding characteristics of the German people precedes a description of the structural organization of the school system under the German Republic. The essentials of this structure were not materially affected by the Nazi dictatorship although many important aspects of education have undergone drastic change. The author cites numerous specific instances to show how education has been shaped in terms of objectives set up by the Third Reich. For example, there is a greater emphasis upon physical training than upon intellectual training to accord with Hitler's dictum: "Of first importance in the national educational plan is not the cramming in of mere knowledge, but the development of sound bodies" Furthermore, the recent restriction upon the enrollment of women in higher educational institutions follows "the policy of the Prussian Ministry of Education that there should be for German girls 'less learning and more body-building.'"

These essays stressing the objectives of education in other countries in relation to the ideas and institutions of their own peoples should appeal in particular to those American educators who are engaged in the reorganization of curricula in terms of changing social purposes.

IVAN R. WATERMAN

JAMES M. SHIELDS. *Just Plain Larnin'*. New York: Coward-McCann, Inc., 1934. Pp. vi + 344.

The school teacher is seldom considered appropriate material for the novelist, or when the teacher occasionally does find a place in a novel, he usually supplies the mildly humorous, absent-minded foil for the important characters engaged in the more vital adventures of Big Business or Society.

Just Plain Larnin' is unique as a radical departure from such precedence. The story is concerned with the living of children and teachers and principals and school superintendents and school board members in an industrial city controlled by the manufacturers of the city's most important product—Nugget cigarettes.

The author's prefatory note that "the characters in this story . . . are to be found in any medium-sized school community" is almost too obvious to be required by a professional reader. It is safe to prophesy that *Just Plain Larnin'* will stimulate much discussion pro and con among school people, but it will be only the unusually conservative who will venture the opinion that the picture is overdrawn.

Educational progress comes to Nugget City with the employment of a young college professor as Director of Research. Serving temporarily as an elementary school principal, he realizes the inadequacies of the educational program to meet the needs of childhood in the community. He launches an activity program with the help of a few progressive teachers and principals. The program is beset with the usual difficulties of a scandalmongering janitor, reactionaries on the teaching staff, uninformed and ultraconservative patrons, an inaccurate and controlled local

press, and a board whose members are interested primarily in the effect of educational decisions on their individual affairs.

The author knows schools. Teachers will see themselves meeting the problem child in the classroom, guiding children through the approach to an activity, attending teachers' meetings and institutes, relaxing into the gossipy intimacies that mark the recess period and the end of the day. They will find their associates in pretty Mary Jessup, earnest Bessie Haywood, in timid Mamie Blickensderfer, and perhaps even in the termagant Martha Grizzel. The principal will find honest but bewildered Stafford, the fiery idealist Chenault, and perhaps even the lazy Peasley, and sniveling Switzer among his fellows. The superintendent will find himself reliving office interviews, board meetings, community contacts with Rotary, health and welfare departments, and business leaders.

The educational philosophy is sound. The activities are provocative of thinking and planning for the educator. The value is enhanced by the amazing fact that the novel is readable, that the reader realizes that here is life as real, as tragic, as vital as any lived in the drawing rooms of Society, in the offices of Big Business.

HELEN HEFFERNAN

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